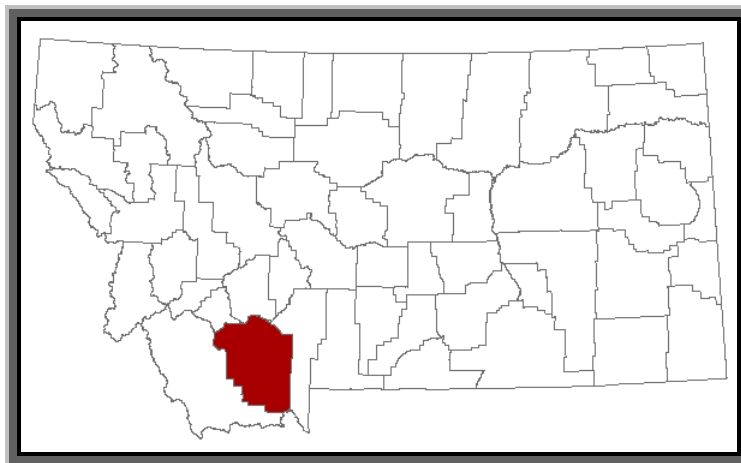


MADISON COUNTY, MONTANA

Including the TOWNS OF ENNIS, SHERIDAN,
TWIN BRIDGES, and VIRGINIA CITY

DISASTER AND EMERGENCY PLAN

January 2006



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Madison County Disaster and Emergency Plan

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Functional Annexes

- Communications
- Quarantine and Evacuation
- Public Health
- Public Information
- Special Needs Populations

Hazard Specific Annexes

- Bioterrorism
- Earthquake
- Flood
- Hazardous Materials
- Mass Casualties
- Wildfire
- WMD/Terrorism

1. Promulgation Documents

Promulgation Document	Dated
Madison County Commission	
Town of Ennis	
Town of Sheridan	
Town of Twin Bridges	
Town of Virginia City	
Madison County Local Emergency Planning Committee	

2. Record of Distribution

Organization	Received By
Madison County Department of Emergency Management	
Madison Valley Rural Fire District	
Harrison Fire District	
Virginia City Fire District	
Alder Fire District	
Sheridan Fire District	
Twin Bridges Fire District	
Yellowstone Club Fire Department	
Gallatin Canyon Consolidated Rural Fire District	
Madison County Sheriff's Department	
Town of Ennis Constable	
Alder Water and Sewer District	
Big Sky Water and Sewer District	
Ennis Water and Sewer District	
Twin Bridges Water and Sewer District	
Sheridan Water and Sewer District	
Madison County Health Department	
Madison Valley Quick Response Unit	
Harrison Quick Response Unit	
Virginia City Quick Response Unit	
Alder Quick Response Unit	
Sheridan Quick Response Unit	
Twin Bridges Quick Response Unit	
Ennis Ambulance Service	
Ruby Valley Ambulance Service	
Ruby Valley Hospital	
Madison Valley Hospital	
Ennis Elementary School	
Ennis High School	
Harrison School	
Sheridan Grade School	
Sheridan High School	
Twin Bridges Elementary School	
Twin Bridges High School	
Madison County Treasurer's Office	
Town of Ennis Treasurer's Office	
Town of Sheridan Treasurer's Office	
Town of Twin Bridges Treasurer's Office	
Town of Virginia City Treasurer's Office	
Madison County Planning Department	
Madison County IT/GIS Department	

Organization	Received By
Sanitarian/Floodplain Administrator/Solid Waste Manager	
Madison Valley Search and Rescue	
Ruby Valley Search and Rescue	
Madison County Dispatch/911 Center	
Five Rivers District, American Red Cross	
PPL Electric	
3 Rivers Communications	
Qwest	
Northwestern Energy	
Veterinary Provider on the Health Board	
Ennis Library	
Madison County Library	
Sheridan Library	
Twin Bridges Library	
Montana District #5 Judge	
Ennis Magistrate	
Madison County Clerk & Recorder	
Madison County Attorney	
Montana Fish, Wildlife & Parks	
Montana Department of Natural Resources and Conservation	
Montana Department of Public Health and Human Services	
Montana Department of Transportation	
Montana Disaster and Emergency Services	
Montana Highway Patrol	
US Bureau of Land Management	
Beaverhead-Deerlodge National Forest	
Gallatin National Forest	

3. Record of Changes

Date Changed	Page Changed	Reason for Change

4. Introduction

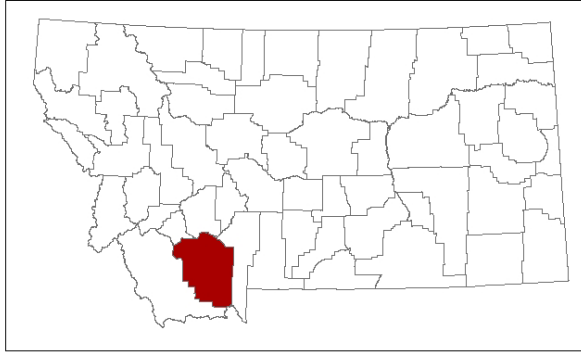
4.1 Purpose Statement

- a. The Madison County Disaster and Emergency Plan establishes the concept of operations and primary functions for managing emergencies in Madison County, Montana including the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City. These local governments recognize their responsibilities to their citizens to manage disasters as effectively and efficiently as possible. Given the uncertainty of disasters, this plan lays the framework for an all-hazard incident management system. Hazard-specific annexes supplement the basic plan and provide more hazard-specific details. Departmental and jurisdictional standard operating procedures and policies additionally supplement the actions and functions identified here and are the responsibility of the individual entities to initiate and maintain. This plan specifically supersedes all previous Madison County Emergency Operations Plans.

4.2 Geography

- a. Madison County, located in southwest Montana as shown in Map 4.1, covers 3,587 square miles. The Madison and Ruby Valleys, within Madison County, are surrounded by several mountain ranges and are marked by pristine rivers, creeks, and streams. The Madison River flows from Quake Lake in southern Madison County north past Ennis into neighboring Gallatin County, forming the Madison Valley. The Ruby River starts high in the Snowcrest Mountain Range and flows north to Twin Bridges where it comes together with the Beaverhead and Big Hole Rivers to form the Jefferson River. Mountain ranges within Madison County include the Tobacco Root, Snowcrest, Gravelly, and Madison Ranges. Elevations range from about 4,300 feet in the valleys to over 11,300 feet in the mountains.
- b. Madison County is bordered on the north by Silver Bow and Jefferson Counties, on the east by Gallatin County, and on the west and south by Beaverhead County. A small border with Idaho can be found in the southeast corner of the county.

Map 4.1 Madison County's Location within Montana



4.3 Communities

- a. Madison County, Montana is rich in history and continues to provide numerous recreational, cultural, and agricultural activities for residents and visitors alike. Within Madison County are four incorporated communities: Ennis, Sheridan, Twin Bridges, and Virginia City. Map 4.2 shows the locations of these communities and others with a population of 50 or more. Virginia City serves as the county seat.

Map 4.2 Madison County, Montana Communities



4.3.1 *Alder*

- a. Type: Unincorporated
Population: 116
Housing Units: 69
Primary Roadways: Montana Highway 287
Significant Water Bodies: Ruby River

4.3.2 *Big Sky*

- a. Type: Unincorporated
Population: 1,221 (includes portions in Gallatin County)
Housing Units: 1,788 (includes portions in Gallatin County)
Primary Roadways: Montana Highway 64
Significant Water Bodies: None

4.3.3 *Ennis*

- a. Type: Incorporated Town
Population: 840
Housing Units: 434
Primary Roadways: US Highway 287, Montana Highway 287
Significant Water Bodies: Madison River, Ennis Lake

4.3.4 *Harrison*

- a. Type: Unincorporated
Population: 162
Housing Units: 75
Primary Roadways: US Highway 287
Significant Water Bodies: Willow Creek, Willow Creek Reservoir

4.3.5 *Laurin*

- a. Type: Unincorporated
Population: 50
Primary Roadways: Montana Highway 287
Significant Water Bodies: Ruby River

4.3.6 *Pony*

- a. Type: Unincorporated
Population: 100
Primary Roadways: Route 283
Significant Water Bodies: North Willow Creek

4.3.7 *Sheridan*

- a. Type: Incorporated Town
Population: 659
Housing Units: 365
Primary Roadways: Montana Highway 287
Significant Water Bodies: Mill Creek

4.3.8 *Twin Bridges*

- a. Type: Incorporated Town
Population: 400
Housing Units: 216
Primary Roadways: Montana Highway 41, Montana Highway 287
Significant Water Bodies: Ruby River, Beaverhead River, Big Hole River

4.3.9 *Virginia City*

- a. Type: Incorporated Town
Population: 130
Housing Units: 122
Primary Roadways: Montana Highway 287
Significant Water Bodies: Alder Gulch

4.4 Population/Demographics

- a. Census data shows Madison County had a permanent resident population of 6,851 in 2000, with growth since then. Table 4.3 shows a breakdown of population and housing units by community. Note that the percentages shown indicate the percentage of the population within the age category at the particular location.

Table 4.3 Population by Place in Madison County, Montana¹

<i>Place</i>	<i>Population</i>	<i>Under Age of 18</i>	<i>65 years or older</i>	<i>Housing Units</i>
Ennis	840	204 (24%)	174 (21%)	434
Sheridan	659	135 (20%)	190 (29%)	365
Twin Bridges	400	101 (25%)	71 (18%)	216
Virginia City	130	19 (15%)	18 (14%)	122
Unincorporated Parts of Madison County	4,822	1,111 (23%)	723 (15%)	3,534
TOTAL	6,851	1,570 (23%)	1,176 (17%)	4,671

¹ US Census Bureau. August 2005. <http://www.census.gov/>

4.5 Climate

- a. Madison County's climate is typical of Montana with cold, harsh winters and warm, dry summers. The county is prone to many natural hazards including, but not limited to, avalanches, droughts, extended cold, floods, severe thunderstorms, tornadoes, wind, and winter storms. Table 4.4 lists the weather statistics for various recording stations across Madison County.

Table 4.4 Weather Statistics from Across Madison County²

	<i>Ennis</i> 1948-2005	<i>Twin Bridges</i> 1950-2005	<i>Virginia City</i> 1948-2005	<i>Alder 17 S</i> 1956-2005	<i>Pony</i> 1959-1999	<i>Norris Madison</i> 1907-2005	<i>Big Sky 3 S</i> 1984-2005
<i>Maximum Temperature</i>	98°F	101°F	100°F	97°F	97°F	102°F	95°F
<i>Minimum Temperature</i>	-32°F	-39°F	-40°F	-41°F	-38°F	-36°F	-42°F
<i>Average Annual Precipitation (liquid)</i>	12.45 inches	9.58 inches	15.57 inches	13.29 inches	18.02 inches	17.42 inches	19.21 inches
<i>Highest Annual Precipitation (liquid)</i>	17.86 inches	15.64 inches	21.25 inches	18.96 inches	26.86 inches	25.21 inches	24.09 inches
<i>Lowest Annual Precipitation (liquid)</i>	6.46 inches	5.33 inches	10.05 inches	7.70 inches	11.53 inches	11.25 inches	13.32 inches
<i>Average Annual Snowfall</i>	33.0 inches	9.4 inches	63.6 inches	50.6 inches	85.8 inches	54.1 inches	136.2 inches
<i>Highest Annual Snowfall</i>	65.1 inches	22.6 inches	130.2 inches	82.2 inches	119.3 inches	98.5 inches	178.0 inches

4.6 Economy

- a. Madison County's economy is driven primarily by the agricultural and tourism sectors. In 2005, Madison County had 73,000 head of cattle, ranking eighth in the state. Cash receipts for 2002 show \$27,926,000 in livestock sales and \$8,024,000 in crop sales. That same year, Madison County had 513 active farms encompassing 1,028,781 acres.³ In addition to agriculture, the abundance of natural resources and scenery drives the tourism industry. Parts of the Beaverhead-Deerlodge and Gallatin National Forests cover many sections of the county. The pristine rivers and streams are popular for fishing, hunting, camping, and general recreating and are within close proximity to Yellowstone National Park. The historical mining towns and annual events also attract many visitors.

² Western Regional Climate Center. August 2005. <http://www.wrcc.dri.edu/>

³ Montana Agricultural Statistics Service. September 2005. <http://www.nass.usda.gov/mt/>

5. Policies, Plans, and Authorities

5.1 Federal Policies, Plans, and Authorities

5.1.1 *Robert T. Stafford Disaster Relief and Emergency Assistance Act* *Public Law 93-288, amended by Public Law 100-707* *US Code, Title 42, Chapter 68*

- a. The Robert T. Stafford Disaster Relief and Emergency Assistance Act provides for disaster assistance by the federal government to local and state governments in carrying out their responsibilities to alleviate the suffering and damages resulting from disaster. The act authorizes the establishment of federal and state disaster preparedness programs, systems to disseminate disaster warnings, pre-disaster hazard mitigation programs, and the administration of major disaster and emergency assistance. The areas of federal major disaster and emergency assistance include, but are not limited to: essential services, hazard mitigation, repair, restoration, and replacement of damaged facilities, debris removal, unemployment assistance, individual and family grant programs, and fire management assistance.

5.1.2 *Comprehensive Emergency Response Plans* *US Code, Title 42, Chapter 116*

- a. This section of federal code requires the Local Emergency Planning Committee (LEPC) to have an Emergency Response Plan, specifically to address hazardous materials hazards. In Madison County, the LEPC serves as an all-hazard advisory committee for the county. The LEPC meets the third Thursday of each month in the Madison County Courthouse. This Disaster and Emergency Plan serves as the county's Emergency Response Plan.

5.1.3 *National Response Plan*⁴

- a. The National Response Plan (NRP) is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. This plan provides the structure and mechanisms for the coordination of federal support to state, local, and tribal incident managers and for exercising direct federal authorities and responsibilities. The NRP assists in the important homeland security mission of preventing terrorist attacks within the United States, reducing the vulnerability to all natural and man-made hazards, minimizing the damage, and assisting in the recovery from any type of incident that occurs.

⁴ Department of Homeland Security. National Response Plan Brochure. Undated.

- b. Under the National Response Plan, all incidents are handled at the lowest possible organizational and jurisdictional level. Police, fire, public health, medical, emergency management, and other personnel are responsible for incident management at the local level.

5.1.4 *National Incident Management System*⁵

- a. The National Incident Management System (NIMS) integrates effective practices in emergency preparedness and response into a comprehensive national framework for incident management. The NIMS enables responders at all levels to work together more effectively to manage domestic incidents no matter what the cause, size, or complexity. NIMS establishes standards for organizational structures, processes, procedures, planning, training, exercising, personnel qualification, equipment acquisition and certification, interoperable communications processes, procedures, and systems, information management systems, and supporting technologies such as voice and data communications systems, information systems, data display systems, and specialized technologies. Madison County Resolution #18-2005 designates the NIMS as the basis for all incident management in the county. At the time of this writing, detailed procedural and related requirements of NIMS are still becoming known. The intent of this document, however, is to implement and remain fully compliant with NIMS to the maximum extent possible throughout its ongoing evolution.

5.2 State Policies, Plans, and Authorities

5.2.1 *Montana Code Annotated, Title 10, Chapter 3, Disaster and Emergency Services*

- a. This section of Montana law provides the authority and assigns responsibilities for the prompt and timely reaction to an emergency or disaster. The law ensures that the preparation of the county and cities will be adequate during disasters or emergencies to generally provide for the common defense, protect the public peace, health, and safety, and preserve lives and property.

5.2.2 *Montana Code Annotated, Title 50, Chapter 2, Local Boards of Health*

- a. This section of Montana law outlines the responsibilities of the local board of health and the local health officer, including communicable disease containment. The local boards may “adopt and enforce isolation and quarantine measures to prevent the spread of communicable diseases; furnish treatment for persons who have communicable diseases; and

⁵ Federal Emergency Management Agency. September 2005. <http://www.fema.gov/nims/>

require and provide means for disinfecting places that are infected with communicable diseases." (MCA 50-2-116) The local health officer shall "with written approval of the department, order buildings or facilities where people congregate closed during epidemics; establish and maintain quarantine and isolation measures as enacted by the local board of health; and as prescribed by rules adopted by the department, supervise the disinfection of places at the expense of the local board when a period of quarantine ends." (MCA 50-2-118)

5.2.3 *Montana Disaster and Emergency Plan*

- a. The Montana Disaster and Emergency Plan outlines the authorities and responsibilities of state government during emergencies and disasters. The plan addresses the actions the state will take during times of disaster. According to state law, the state disaster and emergency plan and program may provide for: prevention and minimization of injury and damage caused by disaster; prompt and efficient response to an incident, emergency, or disaster; emergency relief; identification of areas particularly vulnerable to disasters; recommendations for preventive and preparedness measures designed to eliminate or reduce disasters or their impact; organization of personnel and chains of command; coordination of federal, state, and local disaster and emergency activities; and other necessary matters. (MCA 10-3-301) The Administrative Rules of Montana 37.114.101 to 1016 further outline these responsibilities.

5.2.4 *Local Government Disaster Information Manual*

- a. The Local Government Disaster Information Manual, prepared by Montana Disaster and Emergency Services, provides informational resources for managing disasters at the local level. The manual contains many checklists, handbooks, and references specifically for the County Disaster and Emergency Services Coordinators and other local officials.

5.2.5 *Intrastate Mutual Aid*

- a. Montana Code Annotated Title 10, Chapter 3, Part 9 establishes an intrastate mutual aid system. This system allows Madison County to request and receive resources throughout the state if needed in a disaster.

5.2.6 *Montana Homeland Security Strategic Plan*

- a. Montana's Homeland Security Strategic Plan was developed by the Montana Strategic Planning Committee for Homeland Security with the purpose to "...identify strategic direction for enhancing local, tribal, regional, and state capability and capacity to prevent and reduce Montana's vulnerability from Weapons of Mass Destruction (WMD) terrorism incidents." This plan sets

forth statewide goals and actions for preventing, preparing for, responding to, and recovering from Weapons of Mass Destruction events.

5.2.7 Montana Multi-Hazard Mitigation Plan and Statewide Hazard Assessment

- a. The Montana Hazard Assessment analyzes the history, probability, and vulnerability of major hazards across the state. The Mitigation Plan establishes the related goals, objectives, and potential actions to prevent or lessen the impact of future disasters. This document is maintained by Montana Disaster and Emergency Services.

5.3 Local Policies, Plans, and Authorities

5.3.1 Madison County Disaster and Emergency Plan

- a. According to state law, each political subdivision eligible to receive funds from Montana Disaster and Emergency Services "...shall prepare a local or interjurisdictional disaster and emergency plan and program covering the area for which that political subdivision is responsible. This plan shall be in accordance with and in support of the state disaster and emergency plan and program. The political subdivision shall prepare and distribute on behalf of the principal executive officers, in written form, a clear and complete statement of: the emergency responsibilities of all local agencies, if any, and officials; the disaster and emergency chain of command; local evacuation authority and responsibility; and local authority and responsibility for control of ingress and egress to and from an emergency or disaster area." (MCA 10-3-401) This Disaster and Emergency Plan serves as the primary emergency coordination document for Madison County, Montana. Standard Operating Procedures and other guidance within the county serve as additional references and supplement the information contained herein. This plan does not supersede existing documents, procedures, and guidance except for the previous county Emergency Operations Plan.

5.3.2 Madison County Pre-Disaster Mitigation Plan

- a. The Madison County Pre-Disaster Mitigation Plan contains a countywide risk assessment and mitigation strategy for preventing or lessening the impact from disasters. This plan is an important part of the entire emergency management system. The document addresses hazards, and other special situations, along with the proactive measures that can be taken to prevent or reduce the adverse affects of the disasters or hazardous situations it addresses. This plan is maintained by the Local Emergency Planning Committee under the supervision of the Madison County Commissioners.

5.3.3 *Madison County Homeland Security Strategy*

- a. The Madison County Homeland Security Strategy identifies goals, objectives, and actions that will help the county prevent, prepare for, respond to, or recover from a Weapons of Mass Destruction or terrorist attack. This strategy establishes local priorities for homeland security funding.

5.3.4 *Madison County Community Wildfire Protection Plan*

- a. The Community Wildfire Protection Plan (CWPP) specifically analyzes and addresses the wildland fire hazard. The plan identifies the areas at greatest risk, analyzes the response capabilities, and provides recommendations to reduce the vulnerabilities.

5.3.5 *Big Sky Joint Operations Plan*

- a. The Big Sky Joint Operations Plan addresses operational issues for the Big Sky area, both within Madison and Gallatin Counties. The plan recognizes both counties and their unique emergency response capabilities and presents a blended system of emergency management should an incident occur in this popular resort area.

5.3.6 *Madison County Public Health Strategic National Stockpile Preparedness Plan*

- a. The Strategic National Stockpile Preparedness Plan outlines the procedures for requesting and implementing the Strategic National Stockpile in a health emergency where additional medical supplies are needed. This plan is maintained by the Madison County Health Department.

6. Situation and Limitations

6.1 Hazard Descriptions

6.1.1 Avalanche

- a. Avalanches occur when snow accumulations on a slope cannot be supported any longer and the snow support structure breaks. The subsequent rush of unsupported snow can bury and move things in its path. The slope, snow depths, and seasonal weather conditions contribute to the avalanche danger. Wet snow avalanches can start on slopes of 20 degrees or less, but the optimum angle for avalanche initiation is 25-45 degrees. Slopes steeper than 45 degrees will not normally retain enough snow to generate large avalanches. The greatest threat from avalanches is to people in the high hazard areas, often during recreational activities. The potential also exists for significant damage to infrastructure and domestic structures.

6.1.2 Bioterrorism, Epidemic, and Health Hazard

- a. Disease and other health hazards can be devastating to a community through its population and its economy. Human diseases when on an epidemic scale can lead to high infection rates in the population. Depending on the disease, quarantines and mass fatalities may result. Highly contagious diseases are the most threatening to the community, and even if the mortality rate is low in the general population, such as with influenza, the disease can be highly hazardous for the elderly, children, and those with suppressed immune systems. Humans are not the only disease concern. Contagious animal and plant diseases could distress the agricultural community. In such a situation, food supplies and the economy would be threatened, depending on the disease and animal or plant affected. Diseases can be transported in a number of ways including naturally and intentionally. Naturally occurring diseases could infect the population or agriculture with little notice. Others may be intentional; terrorists could use biological agents as a method of attack on our population, food supplies, and sources of raw materials for commerce and recreation.

6.1.3 Dam Failure

- a. Dams have been placed around Montana for many reasons including recreation, flood control, irrigation, water supply, hydroelectricity, and mining. Dams are built and owned by a variety of entities such as private individuals, businesses, and government. They also come in all shapes and sizes from small earthen dams to large concrete structures. The structural

integrity of a dam depends on its design, maintenance, and weather/drainage situation. Problems arise when a dam fails or is damaged and people and/or property lie in its inundation area. Dams can fail for a variety of reasons including poor maintenance, seismic event, overwhelming weather and flow conditions, or by an intentional act. Dam failure can be compared to riverine or flash flooding in the area downstream from the dam, and sometimes for long distances from the dam, depending on the amount of water retained and the drainage area. Madison County has 34 dams listed with the National Inventory of Dams, eight of which are considered high hazard. In addition, dams in other counties could potentially affect Madison County if breached.

6.1.4 *Drought*

- a. Although it has scores of definitions, drought originates from a deficiency of precipitation over an extended period of time, usually a season or more. This deficiency results in a water shortage for some activity, group, or environmental sector.⁶ Droughts can range from minor to severe, short-term to long-term. The cumulative impact of drought will be the result of a number of determining factors such as precipitation, soil moisture, and tree moisture. A minor, short-term drought can slip by unnoticed while a long-term severe drought can impact the agricultural and other sectors of the economy, natural resources such as fish populations, and even public water supplies. In Montana, drought conditions have also been associated with grasshopper infestations as well as blight in both domestic crops and natural resources.

6.1.5 *Earthquake*

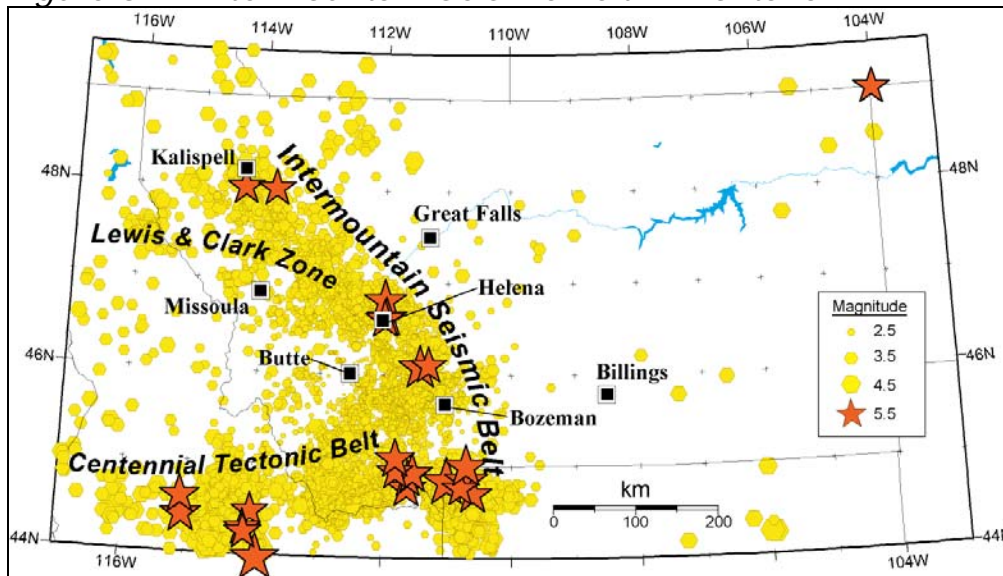
- a. One of the most frightening and destructive phenomena of nature is a severe earthquake and its terrible aftereffects. An earthquake is a sudden movement of the Earth, caused by the abrupt release of strain that has accumulated over a long time. For hundreds of millions of years, the forces of plate tectonics have shaped the Earth as the huge plates that form the Earth's surface slowly move over, under, and past each other. Sometimes the movement is gradual. At other times, the plates are locked together, unable to release the accumulating energy. When the accumulated energy grows strong enough, the plates break free. If the earthquake occurs in a populated area, it may cause many deaths and injuries and extensive property damage.⁷
- b. The Intermountain Seismic Belt, shown in Figure 6.1, demonstrates the active seismic areas of the state. This active zone passes directly through

⁶ National Drought Mitigation Center. <http://www.drought.unl.edu/index.htm>.

⁷ US Geological Survey. <http://pubs.usgs.gov/gip/earthq1/intro.html>.

Madison County. The largest earthquake in Montana since 1900, the magnitude 7.5 Hebgen Lake Earthquake, occurred in the southeastern part of Madison County. A 5.7 magnitude earthquake was centered near the western border of the county as recently as the summer of 2005. Earthquakes can damage property and infrastructure very rapidly and significantly with little warning, severely impacting those close to the epicenter and being felt for hundreds of miles.

Figure 6.1 Intermountain Seismic Belt in Montana⁸



6.1.6 Flooding

- a. Flooding is the inundation of a normally dry area with water. Floods can be along rivers and streams, in poor drainage areas, or in oversaturated soils. Riverine flooding occurs on rivers, creeks, and streams as water levels rise, be it from excessive precipitation, rapid snowmelt, dam failure, or ice jams. Unlike riverine flooding, flash flooding can happen anywhere. As the name implies, flash flooding happens quickly after intense rains, seismic events, dam or ice jam breaks, or rapid runoff in mountainous or burnt areas. Madison County suffered a devastating flood following the 1959 Hebgen Lake Earthquake when a seismic triggered landslide across the Madison River dammed the water flow resulting in the creation of a new lake – Earthquake Lake. Urban flooding is the result of development and the ground's decreased ability to absorb the rainfall without adequate drainage systems in place. Development in the rural areas of Madison County is changing the runoff patterns and flooding problems are developing in areas not previously prone to flood impacts. Flooding from groundwater does not typically result in floodwaters at the surface, but occasionally basements and crawlspaces can be flooded by excessive groundwater. The

⁸ Montana Bureau of Mines and Geology, Earthquake Studies Office. http://mbmgquake.mtech.edu/interm_s_b.html.

unincorporated areas of Madison County and the municipalities of Ennis, Sheridan, and Twin Bridges all participate in the National Flood Insurance Program.

6.1.7 Hazardous Material Release

- a. A hazardous material release is the contamination of the environment (i.e. air, water, soil) by any material that because of its quantity, concentration, or physical or chemical characteristics threatens human, animal, or plant health, the environment, or property. An accidental or intentional release of materials could produce a health hazard to those in the immediate area, downwind, and/or downstream with immediate, prolonged, and/or delayed effects. The spread of the material may additionally be defined by weather conditions and topography of the area. A hazardous material release can come from a fixed facility, via its transportation, or intentionally in the case of terrorism.

6.1.8 Landslide

- a. Landslides occur when materials on the earth's surface cannot be supported any longer and slide to a more stable location. Some landslides move slowly and cause damage gradually, whereas others move so rapidly that they can destroy property and take lives suddenly and unexpectedly. Gravity is the force driving landslide movement. Factors that allow the force of gravity to overcome the resistance of earth material to landslide movement include: saturation by water, steepening of slopes by erosion or construction, alternate freezing or thawing, earthquake shaking, and volcanic eruptions. Landslides are typically associated with periods of heavy rainfall or rapid snow melt and tend to worsen the effects of flooding that often accompany these events. In areas burned by forest and brush fires, a lower threshold of precipitation may initiate landslides.⁹ Twenty-eight people were killed in the landslide and a new lake was formed in Madison County resulting from the Hebgen Lake Earthquake of 1959.

6.1.9 Mass Casualties and Transportation Incidents

- a. Mass casualties can be defined as any incident that involves a large number of fatalities and/or injuries, enough to overwhelm local responders. An usually large number of casualties can lead civil unrest, use of atypical emergency local resources, and use of an emergency triage system. Mass casualty incidents could be the result of any of the other hazards discussed herein, in addition to a commercial aircraft crash, ground transportation incident, and a wide variety of other causative factors.

⁹ Federal Emergency Management Agency. www.fema.gov.

- b. Aircraft incidents can occur for a multitude of reasons from mechanical failure to poor weather conditions to intentional causes. Such occurrences can vary from small single engine aircraft to large commercial jets. The location of the impact, such as a remote area versus a populated location, also plays an important role in the amount of destruction caused and the ability for rapid rescue.
- c. A major ground transportation incident includes any large scale vehicular crash involving mass casualties. Examples include serious accidents involving a large number of vehicles or buses transporting school children, tourist groups, special needs populations, or the elderly. Such events would most likely require an unusually large number of resources and mutual aid assistance.

6.1.10 *Structure Fire*

- a. Although structure fires are usually individual disasters and not community-wide ones, the potential exists for widespread structure fires that displace several businesses or families. Urban blocks, commercial structures, and apartment buildings are especially vulnerable. Historic Virginia City, with its mid-19th century wooden buildings, is uniquely vulnerable to structure fire. A structure fire that rages uncontrollably despite firefighting efforts and burns a large portion of a downtown area could have significant economic impact. Large fires of this nature have also been known to require significant community and outside resources especially if lives are lost.

6.1.11 *Utility Outage*

- a. Utility outages can be caused by almost any hazard, but they can also occur because of human error or equipment failures. Electricity, fuel, propane, telephone, and water are all important services that could become problematic should a long term outage occur. Electricity is used to power many homes in Madison County, to pump wells, and run heating systems, even if electricity is not the primary fuel source. Therefore, if electricity was lost for a long period of time, many residents could be without heat, water, and other appliances. Vulnerable populations needing powered medical equipment would be additionally threatened by a long term power outage. Propane is used as a heat source for many residents. Should the ability to deliver supplies be lost in the winter months, the concerns associated with extended cold could be significant. Telephone services are most critical for 911 communications, and the rapid dispatch of needed emergency services. Cell phones would also be lost if telephone service went down. The communities of Alder, Big Sky, Ennis, Sheridan, and Twin Bridges and some of the larger subdivisions have centralized water

systems. Should those services be lost, many citizens would be without water and possibly sewer services. Any of these disruptions can be handled in a short time frame, but can quickly become problematic in long term situations.

6.1.12 *Volcano*

- a. Active volcanoes are not known to be present in Madison County, but past eruptions have affected the county, and the possibility of an eruption in nearby Yellowstone National Park is always present. The active volcanic areas in the Cascade Range such as Mount St. Helens, Mount Rainier, and Mount Hood are to the west of Madison County and are within the reasonable range of ash fall with the usual upper atmospheric wind patterns. Theoretically, these volcanoes could deposit ash several inches thick over the area and any large eruption could change the weather patterns experienced globally.

6.1.13 *Weapons of Mass Destruction/Terrorism*

- a. Attacks using weapons of mass destruction and terrorism are human caused hazards that are intentional and planned. Terrorism, both domestic and international, is a violent act done to try and influence government or the population of some political or social objective. The primary recognized forms of terrorism are chemical, explosive, biological, radiological, and cyber, however, terrorism's only limitation is the human imagination.
- b. Chemical terrorism is the use of chemical agents to poison, kill, or incapacitate the population or animals, destroy crops or natural resources, or deny access to certain areas. Chemical agents can be broken into five different categories: nerve agents, vesicants, cyanide, pulmonary agents, and incapacitating agents. Terrorism using explosive and incendiary devices includes bombs and any other technique that creates an explosive, destructive effect. Bombs can take many forms from a car bomb to a mail bomb to any suspicious package. They can be remotely detonated using a variety of devices or directly detonated as in the case of a suicide bomb. Bioterrorism is the use of biological agents to infect the population, plants, or animals with disease. Radiological terrorism involves the use of radiological dispersal devices or nuclear facilities to attack the population. Exposure to radiation can cause radiation sickness, long-term illness, and even death. Simple explosives, combined with a suitable radioactive agent may be combined to form a low-tech, easily assembled and transported "dirty bomb" to attack the population or infrastructure. As with chemical and biological events, radiological incidents present contamination challenges for first responders. Cyberterrorism is the attack on or hijacking of the information technology infrastructure that is critical to the US

economy through financial networks, government systems, mass media, or other systems. Any cyber attack that creates national unrest or instability would be considered cyberterrorism. In addition, cyber-technologies may be used by potential terrorists to gather information in planning and in support of a terrorist attack.

6.1.14 *Wildfire*

- a. Wildland fires are a part of nature in the mountainous, forested areas and arid grasslands of Montana. Madison County has both broad areas of National Forests and dry open fields. Forest fires can travel quickly through the crowns of trees or spread along the forest floor. Grass fires are common in non-irrigated fields and open areas scattered with sagebrush, juniper, and native grasses due to the generally arid climate. Both types of wildfires have the potential to destroy structures and natural resources while producing heavy amounts of smoke. Wildfires can be caused by any flame source but are most often triggered by lightning, human carelessness, arson, or sparks. Once triggered, the ambient conditions dictate whether the untended fire will spread or not. Moist, cool, calm conditions or low fuels will suppress the fire, whereas dry, warm, windy conditions or heavy fuels will contribute to fire spread.
- b. Problems with wildfire occur when combined with the human environment. People and structures near wildfires are threatened unless adequately protected through evacuation, mitigation, or fire suppression. Most structures are flammable, and therefore, are threatened when wildfire approaches. In addition, a significant loss of life could occur with residents who do not evacuate, firefighters, and others who are in the wildfire area. This problem becomes particularly acute in areas experiencing rapid growth, as development progresses into the wildland/urban interface. Infrastructure such as electric transmission lines, fuel tanks, and radio transmission towers are not often equipped to withstand the heat from a wildfire. Timber resources, animal habitats, agricultural resources, and waterways can all be damaged leading to negative economic and environmental impacts.

6.1.15 *Wind, Thunderstorms, and Winter Storms*

- a. Madison County is faced with several weather-specific hazards, such as wind, thunderstorms, and winter storms. Thunderstorms in Montana develop when moisture in the air rises, often from daytime ground heating, an unstable atmospheric condition, synoptic front, or by terrain uplift, and cools higher in the atmosphere, condensing into rain droplets or ice crystals. The cloud grows as these conditions continue and the atmospheric instability allows. Lightning can be produced, with or without rain, as a charge builds up in the cloud. With the right atmospheric

conditions, updrafts and downdrafts form in the thunderstorm structure. These strong updrafts and downdrafts can produce hail, strong straight-line winds, and even tornadoes.

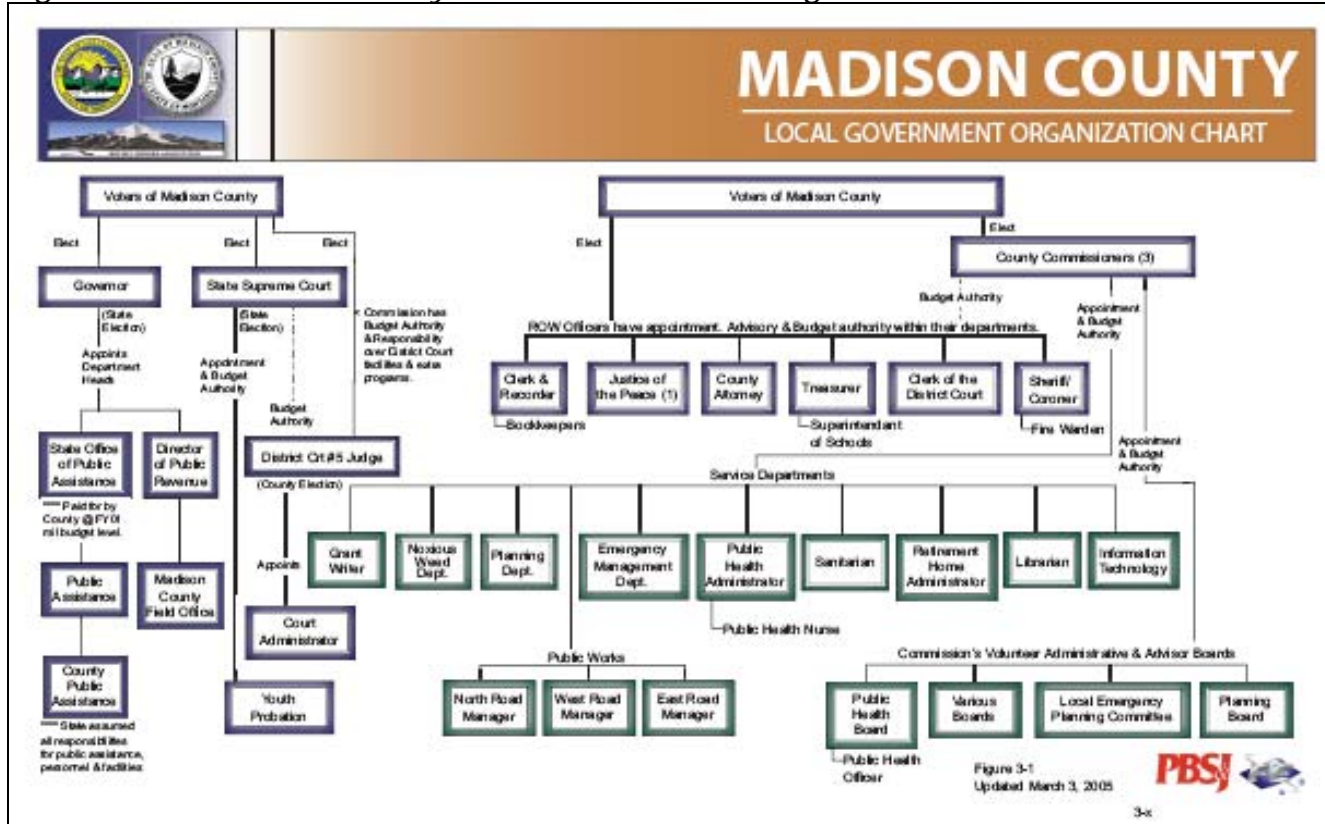
- b. A severe thunderstorm is defined by the National Weather Service as a thunderstorm that produces wind gusts at or greater than 58 mph (50 kts), hail $\frac{3}{4}$ " or larger, and/or tornadoes. Strong winds, hail, and tornadoes have the capability to damage structures, infrastructure, crops, livestock, and vehicles. Although not considered severe by definition, lightning and heavy rain can also accompany thunderstorms. Besides the strong winds that can occur with thunderstorms, high winds can also occur with strong pressure gradients and gusty frontal passages.
- c. Snow storms and bitterly cold temperatures are common occurrences in Madison County and generally do not cause significant problems as residents are prepared for typical winter weather and associated short-term loss of utilities. Snow falls regularly during all seasons, except summer, and roads become slippery quite often. Residents understand that this is part of living in Montana. Sometimes, however, blizzards can occur and overwhelm the ability to keep roads passable. Heavy snow and ice events, particularly early and late season events, have the potential to bring down power lines and trees. The extreme wind chills, often dropping well below zero, may harm residents if unprotected outdoors or if heating mechanisms are disrupted.

6.2 Response Capabilities

- a. Madison County is primarily rural with a permanent resident population of approximately 6,851 and an area of 3,587 square miles. Figure X shows an organizational chart of county government developed for the Big Sky Joint Emergency Operations Plan.¹⁰

¹⁰ Big Sky Terrorism Prevention Consortium. Big Sky Joint Operations Plan. March 2005.

Figure 6.2 Madison County Local Government Organization Chart



- b. With much of the population spread throughout small communities across the county, and some in remote areas, emergency response can be difficult. Madison County Department of Emergency Management staffs a Department of Emergency Management. The Director of this Department may be full or part time and may also have a full or part time assistant or assistants. Law enforcement services are provided primarily by the Madison County Sheriff's Office with one sheriff, an undersheriff, a captain, and five deputies. Search and rescue services, an element of the Madison County Sheriff's Office, are conducted by two volunteer search and rescue groups, one each in the Madison and Ruby Valleys. Law enforcement for the Big Sky area is contracted to the Gallatin County Sheriff's Office. One constable serves the Town of Ennis. Fire services are provided by eight different fire departments. Six departments, composed entirely of volunteers with the exception of one part-time chief, are located within seven fire stations in Madison County. Another department, located primarily in Gallatin County, provides fire services to the Big Sky area and has several paid staff. The Yellowstone Club is served by its own private fire department. Emergency medical transportation services are supported by two volunteer ambulance services and one fire department. Six volunteer quick response units also support fire and EMS services. The large majority of first responders in Madison County are volunteers.

- c. Repairs to infrastructure within the county are provided by a variety of organizations both private and public depending on the type of infrastructure damaged. The timeliness of repairs will be dependent on the level of damages not only locally, but throughout the region. Restoration of services could reasonably take days or weeks. Residents are encouraged to make preparations to survive at least 72 hours without external assistance regardless of weather conditions.

6.3 Plan Assumptions

- An emergency or disaster occurs that requires the activation of this Disaster and Emergency Plan.
- Some local government entities are unaffected enough by the disaster to respond.
- This plan should, with some modification of existing procedures or techniques, apply to all hazards.
- Not all aspects of this plan may be required and activation will depend on the situation.

6.4 Plan Limitations

- Limited resources within the county are available to respond.
- This plan and its annexes cannot specifically address actions for all possible events.
- This plan is only as effective as the understanding of the plan by those who will be implementing it. The intent of the plan is to form the framework around which emergency response to specific situations may be tailored. Individual jurisdictions and agencies must prepare amplifying procedural guidance for their personnel that supports and amplifies the provisions set forth in this Disaster and Emergency Plan.

7. Concept of Operations

7.1 Definitions

7.1.1 Principal Executive Officer

- a. The Principal Executive Officer is "the mayor, presiding officer of the county commissioners, or other chief executive officer of a political subdivision." (MCA 10-3-103 (9))

7.1.2 Local Emergency Declaration

- a. An emergency proclamation may be issued by order or resolution whenever the principal executive officer determines there is an emergency. An emergency proclamation may terminate with a disaster declaration or when the principal executive officer determines that the emergency no longer exists. (MCA 10-3-402 (1)(2))

7.1.3 Local Disaster Declaration

- a. A disaster declaration may be issued by order or resolution whenever the principal executive officer determines a disaster is occurring or has occurred. A disaster declaration may be terminated when the principal executive officer determines that the disaster conditions no longer exist. (MCA 10-3-403 (1)(2))

7.1.4 Incident

- a. An incident is an event or occurrence, caused by either an individual or by natural phenomena, requiring action by disaster and emergency services personnel to prevent or minimize loss of life or damage to property or natural resources. The term includes the imminent threat of an emergency, but does not include a state of emergency or disaster declared by the governor pursuant to 10-3-302 or 10-3-303. (MCA 10-3-103 (7))

7.1.5 State Emergency Declaration

- a. A state emergency may be declared by the governor when the imminent threat of a disaster causing immediate peril to life or property that timely action can avert or minimize. (MCA 10-3-103 (6))

7.1.6 State Disaster Declaration

- a. A state disaster may be declared by the governor due to the occurrence or imminent threat of widespread or severe damage, injury, or loss of life or

property resulting from any natural or artificial cause, including tornadoes, windstorms, snowstorms, wind-driven water, high water, floods, wave action, earthquakes, landslides, mudslides, volcanic action, fires, explosions, air or water contamination requiring emergency action to avert danger or damage, blight, droughts, infestations, riots, sabotage, hostile military or paramilitary action, disruption of state services, accidents involving radiation byproducts or other hazardous materials, bioterrorism, or incidents involving weapons of mass destruction. (MCA 10-3-103 (3))

7.1.7 Federal Emergency Declaration

- a. A federal emergency declaration may be issued for any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. (US Public Law 93-288)

7.1.8 Federal Major Disaster Declaration

- a. A major disaster may be declared for any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby. (US Public Law 93-288)

7.2 Emergency Operations Center

- a. The Madison County Emergency Operations Center is primarily located in the law enforcement offices in the basement of the County Courthouse in Virginia City. Alternate locations include the Madison Valley Rural Fire Station #1 in Ennis or the Alder Fire Station using augmenting communications equipment provided by the Madison County Department of Emergency Management. An improved, dedicated Emergency Operations Center is under preliminary consideration for the future.
- b. The Emergency Operations Center (EOC) serves as the central facility coordinating multiple incidents or large incidents within the county. The EOC conducts strategic planning and supports incidents through requests for state and federal assistance. The chief elected officials and other responsible agencies coordinate operations from the EOC.

7.3 Activation Levels

- a. The activation of the Madison County Emergency Operations Center will be situationally dependent. Given a very limited number of personnel resources, EOC positions will be filled as needed. The activation may only require the Director of Emergency Management or may involve multiple partners and section chiefs to coordinate resources and requests.

7.4 Local Assistance

- a. In the event of a disaster, the county and municipalities may protect lives and property using whatever local resources are available and necessary. Local governing bodies may levy up to 2 mills for emergency and disaster expenditures such as overtime pay, equipment usage, and contract work before state assistance can be provided. (MCA 10-3-405) If needed, the county Emergency Operations Center will be activated to coordinate response and recovery efforts and track expenditures. Should local resources be exhausted, mutual aid from neighboring counties and state and federal assistance can be requested, but ultimately, the response is coordinated and implemented at the local government level and is supplemented by mutual aid, state, and federal resources. State and federal resources must be specifically requested by the Director of Emergency Management or through the Madison County EOC.

7.5 State Assistance

- a. The State of Montana may provide emergency response resources requested by the Madison County Emergency Operations Center or the Director of Emergency Management via verbal requests to the state Emergency Coordination Center or DES duty officer when a disaster or emergency declaration is pending or declared. For disaster recovery assistance, the local governing body requests assistance from the Governor through a detailed letter and a copy of the emergency or disaster declaration. This letter is submitted to the Governor through Montana Disaster and Emergency Services. Specific resources are requested by the Madison County Director of Emergency Management or local EOC to the state Emergency Coordination Center, the DES duty officer, or the recovery officer. Once the requested resources are delivered to the county, the local EOC is responsible for tracking, coordinating, and implementing those resources. Financial assistance is provided by the Governor's Emergency and Disaster Fund. The State Coordinating Officer is the Department of Military Affairs, Disaster and Emergency Services Division Administrator or his/her designee.

7.6 Federal Assistance

- a. When both local and state resources are exhausted, the Governor may declare a state emergency or disaster, through an Executive Order, and submit a request to the President, through FEMA – Region VIII, for federal assistance. Several types of assistance are available and are dependent on the type and severity of the situation. Descriptions of some of the types of assistance follow. The Federal Coordinating Officer is a representative from the Department of Homeland Security that coordinates all federal assistance, in the Presidential Declaration, with state and local governments and private relief organizations.

7.6.1 *Presidential Major Disaster Declarations*

- a. Individual Assistance (IA)
Individual Assistance primarily involves disaster recovery for individuals. The forms of assistance typically available include low-interest loans for homeowners or businesses, cash grants, temporary housing, veteran benefits, tax refunds, excise tax relief, unemployment benefits, crisis counseling, and legal counseling.
- b. Public Assistance (PA)
Public Assistance provides for the recovery of government infrastructure and services. This program typically funds the repair, restoration, reconstruction, or replacement of a public facility or infrastructure damaged or destroyed by a disaster and other items such as debris removal and emergency protective measures. The categories are as follows:

Category A	Debris Clearance
Category B	Protective Measures
Category C	Bridge and/or Road Systems
Category D	Water Control Facilities
Category E	Public Buildings and Related Equipment
Category F	Public Facilities
Category G	Facilities Under Construction
Category H	Other Damages (not included in the above categories)
- c. Hazard Mitigation Assistance
Hazard Mitigation Assistance, through the Hazard Mitigation Grant Program and others, funds measures designed to reduce future losses to public and private property. This assistance is managed by the state and is available to all communities in the state, not just those affected.

7.6.2 Federal Emergency Declaration

- a. An Emergency Declaration is more limited in scope than a major disaster declaration and does not provide the long-term federal recovery programs. Generally, federal assistance and funding are provided to meet a specific emergency need, such as snow plowing, or to help prevent a major disaster from occurring.

7.6.3 Fire Management Assistance Declaration

- a. A Fire Management Assistance Declaration, formerly known as a fire suppression assistance declaration, allows for assistance when a fire or fire complex threatens such destruction as would constitute a major disaster. This program is also managed by FEMA.

7.6.4. Other Declarations

- a. Depending on the type of disaster, federal assistance may also be requested from and provided by the Small Business Administration and the US Department of Agriculture, among others.

8. Continuity of Government

- a. During times of emergencies and disasters, maintaining authority within local government is vitally important. Some disasters may prevent current elected officials from performing their duties and replacements must be established quickly to maintain order. Lines of Succession for specific officials are established by Montana law. In some cases, Delegations of Authority may also be pre-established to define the responsibilities that may be transferred to other officials.

8.1 Lines of Succession

8.1.1 *County Commissioners*

- a. Vacancy is to be filled by remaining county commissioners (MCA 7-4-2106)
- b. During or following an enemy attack, new commissioners are appointed by the judge(s) of the judicial district in which the vacancy occurs. (MCA 10-3-603)
- c. If judge(s) are not available from the judicial district where the vacancy occurs, the judge within closest proximity makes the appointment. (MCA 10-3-603)
- d. Madison County Director of Emergency Management or such other official as may be specifically designated in advance by the Board of County Commissioners by resolution and in writing.

8.1.2 *County Sheriff*

- a. Vacancy is filled by the Undersheriff until a Sheriff is elected or appointed. (MCA 7-32-2122, 7-4-2206)
- b. Sheriff is appointed by county commissioners. (MCA 7-4-2206)

8.1.3 *Mayor/Town Council*

- a. Vacancy is filled by majority vote of the council members. (MCA 7-4-4112)
- b. If a council is unavailable, the board of county commissioners appoint aldermen. (MCA 7-4-4112, 10-3-604, 10-3-605)

8.1.4 *District Court Judge*

- a. Vacancy is appointed by the Governor based on a nominee list submitted by the commission on courts of limited jurisdiction. (MCA 3-1-1010)

8.1.5 *City Court Judge*

- a. Vacancy is appointed by the city/town council. (MCA 7-4-4102, 7-4-4462)

8.1.6 *County Attorney*

- a. Vacancy is appointed by county commissioners. (MCA 7-4-2702)

8.1.7 *County Clerk & Recorder*

- a. Vacancy is appointed by county commissioners. (MCA 7-4-2206)

8.1.8 *Emergency Management Director and other County Departments*

- a. Vacancy is appointed by county commissioners. (MCA 7-4-2206)

8.2 Delegations of Authority

- a. County commissioners and other elected officials may transfer their responsibilities (where not already specified by state law) to other officials during times of disaster in the event of their death or unavailability. Delegations of authority should be in place for all critical functions prior to a disaster to minimize confusion and delays.

8.3 Notification

- a. Notifications of Continuity of Government Plan activations are performed by Madison County Dispatch. The dispatcher on duty uses the predefined call down list for specific individuals to inform them of their role in maintaining government authority. If standard means of communications are not available, law enforcement may provide notification in person, as needed.

9. **Continuity of Operations**

- a. Continuity of operations first and foremost ensures that critical, lifesaving, and vital public safety functions are performed when normal government operations are disrupted. Through continuity of operations, eventually, all government services can be restored from alternate facilities and transitioned into permanent locations, if needed.

9.1 Critical Functions

- a. The most critical functions for life and safety provided by the jurisdictions and private entities in Madison County that must be maintained include:
- Core Government Authority
 - 911 Communications
 - Law Enforcement Response
 - Medical Response
 - Fire/Rescue Response
 - Emergency Management Coordination
 - Jail Services
 - Emergency Healthcare
 - Utilities

9.2 Pre-Defined Delegations of Authority

- a. Delegations of Authority are established by supervisors or program coordinators, particularly for the critical functions where not already pre-determined by law, as part of their regular duties.

9.3 Alternate Facilities

- a. For each of the critical functions, alternate facilities have been pre-identified, as shown in Table 9.1.

Table 9.1 Pre-Defined Alternate Facilities

Critical Function	Primary Location	Alternate Location(s)
Core Government Authority	County Courthouse and Town Halls	Emergency Operations Center Madison Valley Rural Fire Station #1 Alder Fire Station
Dispatch Communications	County Courthouse	Emergency Operations Center Madison Valley Rural Fire Station #1 Alder Fire Station
Law Enforcement Response	County Courthouse	Emergency Operations Center Madison Valley Rural Fire Station #1 Alder Fire Station
Medical Response	Ambulance	Closest unaffected ambulance

Table 9.1 Pre-Defined Alternate Facilities (continued)

Critical Function	Primary Location	Alternate Location(s)
Fire/Rescue Response	Fire Response Vehicle	Closest unaffected fire response vehicle
Emergency Management Coordination	County Courthouse	Madison Valley Rural Fire Station #1 Alder Fire Station
Jail Holding Facility	County Courthouse	Neighboring county jail
Emergency Healthcare Pre-Transport Triage	Madison Valley Hospital Ruby Valley Hospital	School gyms Ennis School District Bus Barn <i>See Madison County's Mass Care Sites & Mass Clinic Sites document</i>
Utilities	Utility Repair Vehicle	Closest unaffected utility repair vehicle

9.4 Interoperable Communications

- a. Currently, analog radio communications are used by emergency responders. Madison County has four transmission and repeater sites with access to other mutual aid and US Forest Service channels. Much of the county has poor or no radio coverage. Relay vehicles, tactical repeaters, or other improvisations may be used to communicate with dispatch. Many responders also use tone and voice pagers. Other options for communications within the county include cellular (where service is available), landline, and satellite telephones. Should all mentioned forms of communications fail, amateur radio operators could be used to relay critical messages.
- b. Madison County is part of the South Central Montana Interoperability Consortium. This consortium addresses regional and local interoperability issues. In August 2005, an Interoperable Communications Plan¹¹ was developed for the consortium. The county is currently working on implementing the recommendations of that plan in coordination with the other members of the consortium and state and federal officials.

9.5 Vital Records and Databases

- a. The important records and databases maintained in Madison County and back-up locations, if any, are shown in Table 9.2.

Table 9.2 Vital Records and Databases

<i>Record</i>	<i>Location</i>	<i>Back-up</i>
Birth and death certificates	County Courthouse (paper copies vaulted)	None
County resolutions	County Courthouse (computer files)	Off-site computer files
Financial records	County Courthouse (computer files)	
Personnel records	County Courthouse (paper files)	

¹¹ South Central Montana Interoperability Consortium (through contract with CTA Communications, Inc.). Draft Interoperable Communications Plan. August 1, 2005.

9.6 Human Capital Management

9.6.1 *Emergency Relocation*

- a. When a primary facility is rendered inoperable, an alternate facility must be located, activated, and communicated to the employees and the public. Local government services can be relocated by identifying alternate facilities, contracting for leased/rented space (if needed), setting up work stations and communications, and informing essential workers of the new location. In addition, providing pre-event guidance to local government employees on what to do in the event of a building emergency and an associated relocation will facilitate this process. In Madison County, the local governing body is responsible for relocating government services, if necessary. In the case of a large scale disaster, the local governing bodies should coordinate with the Local Emergency Planning Committee and/or Emergency Operations Center to support disaster priorities and avoid confusion in establishing a new facility, particularly when competition for limited space may exist among government and emergency response organizations.

9.6.2 *Information Dissemination*

- a. During times of disaster, information dissemination is vital to the coordination and productiveness of local government employees. Employees essential to disaster operations need instructions on when and where to report to work. These workers also need to know their shift schedule, what to bring, if they will be able to return home at the end of their shift, the length of their expected assignment, and if they will be able to communicate with their families. Non-essential employees must also be kept informed of their pay status and anticipated work schedule. In Madison County, essential employees will be notified by Madison County dispatch. Non-essential workers and employees' families will be kept informed through the public information system. The specific procedures and media outlets are defined in the Public Information Annex of this plan.

9.6.3 *Accountability*

- a. Every supervisor will have a Personal Accountability Plan, containing employee home and work telephone numbers, home address, and emergency contact information, as part of their basic supervisor responsibilities. This plan is to be kept by supervisors both at home and in the office. Its contents will ensure that supervisors can contact their subordinates during non-business hours. The Personal Accountability Plan should also address accounting for employees during business hours should their work facility be evacuated.

9.6.4 *Family Support*

- a. Madison County and the Towns of Ennis, Sheridan, Twin Bridges, and Virginia City will promote Family Emergency Plans for each of its employees under the coordination of the Madison County Citizen Corps Council. Having family emergency plans and 72-hour (or longer) disaster preparedness kits will increase the chances of employees communicating with their families following a disaster and will decrease the level of concern employees have for their family members. Employees will be much more productive, particularly during times of crisis, if they know that their loved ones have an emergency plan and supplies on hand. In addition, citizens, employees, and others who work, visit, or live in the county are urged to seek training such as Community Emergency Response Team (CERT) training that will improve their capability to take care of themselves, their loved ones, and their neighbors during times of emergency.
- b. Family Emergency Plans should include:
 - Family meeting points right outside the home and also outside the neighborhood.
 - An out-of-state family contact (following a disaster, it is sometimes easier to call long distance).
 - Locations to take pets in case of evacuation (most shelters do not allow pets).
 - Knowledge by all family members of escape routes from the home.
 - Knowledge by all family members on how to turn off utilities (water, gas, electricity) at the main switches.
 - Determination of safe spots in the house for a variety of hazards.
- c. Disaster Preparedness Kits should include, at a minimum:
 - Water (1 gallon per person per day)
 - Non-perishable food
 - First Aid Kit
 - Medications (prescription and non-prescription)
 - Blankets
 - Extra clothing for winter and other hazardous weather
 - Important documents
 - Battery operated radio and extra batteries
 - Flashlight and extra batteries
 - Can opener and utility knife
 - Fire extinguisher
 - Cash or traveler's checks
 - Matches or lighters
 - Whistle
 - Plastic sheeting
 - Personal hygiene items

- Garbage bags
- Household chlorine bleach
- Baby supplies
- Pet supplies

9.7 Tests, Training, and Exercises

- a. Annually, each government facility will test, train, and exercise its Continuity of Operations Plan. Guidance on relocation plans and procedures shall be distributed annually to employees. These plans will then be exercised by asking employees to report to an alternate facility with little notice. During such exercises, equipment and methods will be tested and revised, if necessary.

9.8 Devolution

- a. Devolution is the ability to transfer statutory authority and responsibility for essential functions from one organization to another. Madison County does not have formalized devolution procedures, however, the statewide mutual aid system would allow for assigning specific responsibilities to appropriate mutual aid partners.

9.9 Reconstitution

- a. The final stage of the Continuity of Operations Plan is to reestablish all government functions in the original facility or a new, permanent facility. During this phase of the plan, all personnel will be provided with instructions and the status and location must be communicated to all partner agencies and customers.

10. Incident Management

10.1 Designation

- a. Madison County has designated the National Incident Management System (Homeland Security Presidential Directive, HSPD-5) as the basis for all incident management within the county through Resolution #18-2005. Responders and all other personnel involved in public safety or emergency management must make themselves familiar with the provision of NIMS and make every effort to further its implementation within the County.

10.2 Components

10.2.1 *Incident Command System*¹²

- a. The Incident Command System is to be used by all responders and public safety personnel in Madison County at all times. The Incident Command System (ICS) is a readily expandable, yet standardized on-scene incident management concept designed specifically to allow responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries. The ICS enables integrated communication and planning by establishing a manageable span of control and divides an emergency response into five manageable functions essential for emergency response operations: Command, Operations, Planning, Logistics, and Finance and Administration. Figure 10.1 shows the basic structure. Structural components may be combined during smaller incidents, or in turn, may be expanded as the situation demands.

Figure 10.1 Incident Command System Structure



¹² Text derived from ICS e-Tools: US Department of Labor, Occupational Safety & Health Administration. September 2005.

- b. Although a single Incident Commander normally handles the command function, an Incident Command System (ICS) organization may also make use of the Unified Management concept. Unified Management links the organizations responding to or supporting the incident response and provides a forum for these entities to provide strategic guidance and facilitate a coordinated response. Unified Management does not involve assumption of authority or responsibilities of participating organizations nor does it imply any assumption of tactical authority or responsibilities associated with Incident Command itself. Under Unified Management, the various jurisdictions, agencies, and non-government responders join together to form a coordinating group, usually in the Emergency Operations Center, to facilitate an integrated response team which is frequently referred to as the Unified Management Committee. Elected officials may advise and support the Unified Management Committee through the issuance of government orders and policy and assigning assets to be used in the incident, however, Incident Command, with the support and strategic guidance of the Unified Management Committee is responsible for overall management of the incident. Members of the Unified Management Committee work together to develop a common set of incident objectives and strategies, share information, maximize the use of available resources, and enhance the efficiency of the individual response organizations in support of the tactical response carried out under the Incident Commander and his or her staff.
- c. Unified Management Committee members have decision-making authority within the organization they represent for the response. To be considered for inclusion as a Unified Management representative, the representative's organization must:
- Have jurisdictional authority or functional responsibility under a law or ordinance for the incident.
 - Have an area of responsibility that is affected by the incident or response operations.
 - Be specifically charged with commanding, coordinating, or managing a major aspect of the response.
 - Have the resources to support participation in the response.
- d. In addition, Unified Management representatives must also be able to:
- Agree on common incident objectives and priorities.
 - Have the capability to support a 24-hours-a-day, 7-days-a-week operation.
 - Have the authority to commit resources to the incident.
 - Have the authority to spend agency or organization funds.
 - Commit to speak with "one voice" through the Information Officer or Joint Information Center (JIC), if established.
 - Agree on logistical support procedures.
 - Agree on cost-sharing procedures, as appropriate.

- e. Unified Management is not "decision by committee." The principals are there to coordinate the response to an incident. Time is of the essence. Unified Management is intended to develop synergy based on the significant capabilities that are brought by the various representatives. There should be personal acknowledgement of each representative's unique capabilities, a shared understanding of the situation, and agreement on the common objectives. With the different perspectives on Unified Management comes the risk of disagreements, most of which can be resolved through an understanding of the underlying issues. Contentious issues may arise, but the Unified Management framework provides a forum and a process to resolve problems and find solutions. If situations arise where members of Unified Management cannot reach consensus, the Unified Management member representing the agency with primary jurisdiction over the issue would normally be deferred to for the final decision.
- f. The Incident Commander is directly responsible for all aspects of the response, including developing incident objectives and managing all incident operations under the strategic guidance of the Unified Management Committee when it has been activated. The Incident Commander is faced with many tasks when he/she arrives on scene. Even if only two responders are on scene, one person, the more qualified person, is the Incident Commander and may transfer some duties of the incident to the other person and any other responders that arrive on scene. Unless specifically assigned to another member of the Command or General Staffs, these duties remain with the Incident Commander. Some of the more complex responsibilities include:
- Establish immediate priorities especially the safety of responders, other emergency workers, bystanders, and people involved in the incident.
 - Stabilize the incident by ensuring life safety and managing resources efficiently and cost effectively.
 - Determine incident objectives and strategy to achieve the objectives.
 - Establish and monitor the incident organization.
 - Approve the implementation of the written or oral Incident Action Plan.
 - Ensure adequate health and safety measures are in place.
- g. The Command Staff is responsible for public affairs, health and safety, and liaison activities within the incident command structure. The Incident Commander remains responsible for these activities and may assign individuals to carry out specific roles and report directly to the Incident Commander and/or Unified Management Committee as he or she may direct.
- The Information Officer's role is to develop and release information about the incident to the news media, incident personnel, and other appropriate agencies and organizations and to assist and guide

members of the response team in their relationship with the news media. He or she is also responsible for developing and coordinating the dissemination of information to citizens who may be affected by the incident.

- The Liaison Officer's role is to serve as the point of contact for assisting and coordinating activities between Incident Command/Unified Management and various agencies and groups. This may include Congressional personnel, local government officials, and criminal investigation organizations and investigators arriving on the scene.
- The Safety Officer's role is to develop and recommend measures to the Incident Command/Unified Management for assuring personnel health and safety and to assess and/or anticipate hazardous and unsafe situations. The Safety Officer also develops the Site Safety Plan, reviews the Incident Action Plan for safety implications, and provides timely, complete, specific, and accurate assessment of hazards and required controls.

h. The General Staff includes Operations, Planning, Logistics, and/or Finance/Administrative functional sections. These responsibilities remain with the Incident Commander. Members of the General Staff assist the Incident Commander in the performance of specifically assigned portions of those responsibilities. Individuals assigned to these functions are responsible for recommending courses of action in support of the operation and, as authorized, for directing the activities of assigned elements in support of the decisions of the Incident Commander. When the Operations, Planning, Logistics, or Finance/Administrative responsibilities are established as separate functions under the Incident Commander, they are managed by a section chief and can be supported by other functional units.

- The Operations Staff is responsible for all operations directly applicable to the primary mission of the response.
- The Planning Staff is responsible for collecting, evaluating, and disseminating the tactical information related to the incident, and for preparing and documenting Incident Action Plans (IAP's).
- The Logistics Staff is responsible for providing facilities, services, and materials in support of the incident response.
- The Finance and Administrative Staff is responsible for all financial, administrative, and cost analysis aspects of the incident.

i. The modular organization of the ICS allows responders to scale their efforts and apply the parts of the ICS structure that best meet the demands of the incident. In other words, there are no hard and fast rules for when or how to expand the ICS organization. Many incidents will never require the activation of Planning, Logistics, or Finance/Administration Sections, while others will require some or all of them to be established. A major advantage of the ICS organization is the ability to fill only those parts of the organization that are required and for whatever time period they may be

required. For some incidents, and in some applications, only a few of the organization's functional elements may be necessary. However, if there is a need to expand the organization, additional positions exist within the ICS framework to meet virtually any need. All incidents, however, must have an Incident Command function.

- j. The roles of the ICS participants will also vary depending on the incident and may even vary during the same event. Staffing considerations are based on the needs of the situation. The number of personnel and the organization structure are dependent on the size and complexity of the incident. There is no absolute standard to follow. A basic operating guideline is that the Incident Commander is responsible for all activities until command authority is transferred to another person.

10.2.2 *Multi-Agency Coordination*

- a. In larger scale events, the Madison County Emergency Operations Center (EOC) can be activated. The EOC acts as an information and resource coordination center that supports incident management activities. If not located at the Incident Command Post (ICP), communications between the EOC and ICP will be established. The Emergency Operations Center is activated and maintained by the Madison County Department of Emergency Management.

10.2.3 *Public Information System*

- a. During small scale incidents, the Information Officer, as part of the Command Staff, will provide public information for the incident. In larger scale incidents, a single, countywide Public Information Officer (PIO) may be established at the Emergency Operations Center or many PIO's may be located in a Joint Information Center (JIC) with representatives in the field. The role of a Public Information Officer or a Joint Information Center is to provide one unified, clear, consistent message for the public, and those working on the event as well, thus avoiding unnecessary confusion. When the public receives conflicting information from multiple agencies perceived to be "in charge," inappropriate public response or a lack of confidence may result. The resources available in Madison County for public information dissemination include radio, television, newspaper, NOAA weather radio, and loud speakers mounted on vehicles. More information on the public information system can be found in the Public Information Annex of this plan.

10.2.4 *Planning*

- a. The overall preparedness planning function in Madison County is primarily handled by the Local Emergency Planning Committee (LEPC) working with

the Department of Emergency Management although occasions will arise which require independent action by one of these entities. Examples of such coordinated planning include this Disaster and Emergency Plan, the Pre-Disaster Mitigation Plan, and the Homeland Security Strategy. Public and private entities covered by this Disaster and Emergency Plan are responsible for the development of their own procedures and policies as they relate to and in support of this plan.

10.2.5 *Training*

- a. In order effectively manage an incident, all responders must be appropriately trained. Adequate training will reinforce the safety, manageability, and efficiency of the responders. Currently, the National Incident Management System Integration Center is developing a National Standard Curriculum. In the interim, the minimum training requirements are as follows:
 - **IS-700: National Incident Management System (NIMS), An Introduction**
Required for all emergency personnel with a direct role in emergency preparedness, incident command, or response.
 - **IS-800: National Response Plan (NRP), An Introduction**
Required for all emergency personnel with a direct role in emergency preparedness, incident command, or response.
 - **ICS-100: Introduction to ICS**
Required for entry level first responders (including firefighters, law enforcement, emergency medical services providers, public works on-scene personnel, public health on-scene personnel, and other emergency responders) and other emergency personnel that require an introduction to the basic components of the ICS.
 - **ICS-200: Basic ICS**
Required for first line supervisors, single resource leaders, lead dispatchers, field supervisors, company officers, and other emergency personnel that require a higher level of ICS training.
 - **ICS-300: Intermediate ICS**
Recommended for strike team leaders, task force leaders, unit leaders, division/group supervisors, branch directors, and Emergency Operations Center staff.
 - **ICS-400: Advanced ICS**
Recommended for command and general staff, emergency managers, and Emergency Operations Center managers.
 - **ICS-402: ICS Summary for Executives**
Recommended for elected officials and others with policy responsibilities but that do not have a specific ICS or Multi-Agency Coordination System function/role or responsibility.

- b. In addition, each response organization will offer standard, job-specific training to its responders.

10.2.6 *Exercises*

- a. Functional exercises of this Emergency Management Plan and the Continuity of Operations section will be conducted annually with full scale exercises of each conducted every four years. The exercise schedule can be found in section 16, Plan Maintenance.

10.2.7 *Personnel Qualification and Certification*

- a. As national training, personnel qualifications, and personnel certification standards are established, members of the response organizations will be required to meet those standards and document their compliance.

10.2.8 *Equipment Acquisition and Certification*

- a. As national equipment certification standards are established, members of the response organizations will be required when making new equipment purchases to purchase items meeting those standards. Specifically, response organizations purchasing radio equipment are required to purchase radios that are P-25 compliant.

10.2.9 *Mutual Aid*

- a. Madison County has an informal mutual aid agreement within the county. Beyond the county jurisdictions, however, Montana has a statewide mutual aid policy as documented in MCA 10-3-902. Montana is also a member of the national Emergency Management Assistance Compact.

10.2.10 *Resource Management*

- a. During small scale incidents, resource management is the responsibility of the Incident Command or Unified Command. Upon activation of the Emergency Operations Center (EOC), resources will be requested, coordinated, and tracked by the EOC. When additional resources are needed, the specific items will be requested through local mutual aid and private partners. When those resources are exhausted and a local disaster has been declared or is pending, specific requests (including kind and type) will be made to the Montana Emergency Coordination Center or the duty officer by the Director of Emergency Management or the Emergency Operations Center. Once the requested resource is received, the item will be tracked by the EOC's Planning Section using an easily maintainable and accessible system and mobilized by the Operations and/or Logistics

Sections. The Finance/Administration Section is responsible for tracking any expenditures or requests that may require reimbursement. All resources used in the disaster are to be tracked until they demobilized and recovered or expended.

- b. A resource list for Madison County is currently being updated. This list is maintained by the Madison County Department of Emergency Management.

10.2.11 *Incident Management Communications*

- a. During incidents, the most reliable and available means of communications will be utilized. Available systems for internal communications include public safety radios, cellular, landline, and satellite telephones, fax machines, e-mail, internet, and amateur radio. Radio traffic is to use plain language and not use "10-codes." The Communications Annex outlines the radio frequencies and their uses in the county.
- b. External communication outlets include radio, television, newspaper, internet, telephone information lines, NOAA weather radio, and direct person-to-person. Warnings can be disseminated through the Emergency Alert System, NOAA weather radio, press releases to radio, television, and print media, the internet, or directly person-to-person. The Public Information Annex further defines the methods to be used.

10.2.12 *Information Management*

- a. Information will be shared through the most reliable and available means available. During large scale incidents, Montana Disaster and Emergency Services will be notified. Situation reports and incident action plans will be regularly created, updated, and disseminated by the Planning Section of the EOC. These reports and daily briefings provide important information to responders on the broader scope of the incident and the parties involved. Public information dissemination is outlined in the Public Information Annex.

11. Operations Section

- a. The Operations Section, under the direction of the Operations Section Chief, is responsible for all operations directly applicable to the primary mission of the response. This section manages the incident tactical operations. Once the number of resources exceeds the Operations Section Chief's manageable span of control, the Operations Section can be organized in a variety of ways, depending on the situation, either geographically, by function, or a mix of both. Divisions are used when dividing resources by geographical area. Groups are used when organizing by functional areas. The recommended span of control for the Operations Section Chief is 1:5 (or as high as 1:10 for larger-scale law enforcement operations). When this span of control is exceeded, branches should be established to manage the additional resources and workload. Branches can also be functional and in larger scale local disasters may be broken down by function such as fire, law enforcement, EMS, public works, etc.
- b. Within the Emergency Operations Center, examples of tasks completed by the Operations Section include:
 - Receives requests for resources from the field
 - Identifies and deploys additional local resources to support tactical operations
 - Requests resources that cannot be fulfilled locally from Montana Disaster and Emergency Services or through mutual aid agreements
 - Develops the operations portion of the Incident Action Plan

12. Planning Section

- a. The Planning Section, under the direction of the Planning Section Chief, is responsible for collecting, evaluating, and disseminating the tactical information related to the incident. The most common types of plans include Situation Reports and Incident Action Plans.
- b. The Incident Action Plan, covering an operational period typically of 12- or 24- hours, establishes incident objectives and priorities and identifies critical shortfalls, using input from all sections. A Situation Report outlines the current situation and resources committed. These plans and reports are disseminated to partner organizations in the disaster.
- c. When necessary under manageable span of control, the Planning Section is typically broken into units. Examples include a Resources Unit, Situation Unit, and Documentation Unit.
- d. Within the Emergency Operations Center, examples of tasks completed by the Planning Section include:
 - Conducts planning meetings
 - Prepares and distributes the Incident Action Plan
 - Tracks the status of all resources (including personnel) on the incident
 - Gathers incident intelligence information on the current and forecasted situation using technical specialists
 - Prepares and distributes Situation Reports
 - Maintains official incident documentation files
 - Prepares incident mapping

13. Logistics Section

- a. The Logistics Section, under the direction of the Logistics Section Chief, is responsible for providing facilities, services, and materials in support of the incident response. The Logistics Section, when necessary for a manageable span of control, is broken into units. Examples of units include the Supply Unit, Facilities Unit, Ground Support Unit, Communications Unit, Food Unit, and Medical Unit. The Logistics Section supports the efforts of the Emergency Operations Center and the incident personnel and should not be confused with the objective-driven, tactical functions of the Operations Section (i.e. food for incident personnel versus mass feeding of disaster victims).
- b. Within the Emergency Operations Center, examples of tasks completed by the Logistics Section include:
 - Orders, receives, processes, and stores support supplies
 - Sets up, maintains, and demobilizes support facilities
 - Provides for EOC security and maintenance
 - Provides transportation services
 - Tracks and maintains communications and other support equipment
 - Prepares the Incident Communications Plan
 - Supplies food, water, housing, sanitation, and medical aid for incident personnel

14. Finance/Administration Section

- a. The Finance/Administration Section, under the direction of the Finance/Administration Section Chief, is responsible for all financial, administrative, and cost analysis aspects of the incident. When the manageable span of control of the Finance/Administration Section Chief is exceeded, units can be established. Examples of units include: Time Unit, Procurement Unit, Compensation/Claims Unit, and Cost Unit. References for cost tracking and reimbursement procedures can be found in the *Local Disaster Information Manual* published by Montana Disaster and Emergency Services.
- b. Within the Emergency Operations Center, examples of tasks completed by the Finance/Administration Section include:
 - Records personnel time for payroll
 - Manages contracts, leases, claims, and equipment time records
 - Tracks incident costs
 - Manages receipt of funding from multiple sources
 - Forecasts additional financial needs
 - Maintains policies related to overtime pay and procurement procedures

15. Emergency Roles and Responsibilities

- a. During times of disaster, government and private entities take on specific roles and responsibilities for managing the disaster - some are statutory, others are not. Each role is important to the broader emergency management picture. The entities listed are not specific to jurisdiction. Therefore, in an emergency, the jurisdiction(s) affected will have the responsibility for these roles, and other non-affected jurisdictions may also be involved through mutual aid. The following list is not all-inclusive, nor is it hazard specific. Hazard-specific annexes to this plan better define the roles and responsibilities for specific hazards.
- b. Even though this document discusses emergency roles and responsibilities, all listed entities have an obligation to prevent, plan for, and prepare for disasters and emergencies as part of their normal, non-emergency responsibilities. All entities listed shall be aware of, trained to, and have the ability to fulfill their designated roles and responsibilities as identified in this plan.

15.1 Chief Elected Officials

- Provide guidance and overview in support of the emergency operation, as training and knowledge allow.
- Declare emergencies and disasters through orders or resolutions. (MCA 10-3-402 (1)(2))
- Direct and compel the evacuation of all or part of the population, if necessary. (MCA 10-3-406)
- Control the ingress and egress to and from an emergency or disaster area, if necessary. (MCA 10-3-406)
- Review and sign necessary documents and agreements.
- Establish policies for local government employees.
- Actively participate in Emergency Operations Center activities, as requested.
- In concert with Emergency Management, coordinate with State and Federal officials.
- In coordination with the Public Information Officer, provide information to the media.
- Oversee overall emergency management response and other local government functions.

15.2 Emergency Management

- Advise and assist the Chief Elected Officials in the performance of their emergency duties and carry out such other responsibilities as may be directed by the Board of Commissioners.
- Activate the Emergency Operations Center (EOC).
- Identify and contact personnel needed to staff EOC positions.
- Identify and contact private organizations needed to support EOC functions.
- Initiate resource management and tracking.
- Field and fulfill resource requests until the EOC is activated.
- Coordinate with State and Federal agencies.
- Maintain communications with Incident Command Post(s).
- Through the EOC, coordinate community-wide damage assessment.
- Designate a Public Information Officer.
- Through the Public Information Officer, ensure warning messages and disaster information are distributed to the media and private citizens, as appropriate.
- Establish a Joint Information Center, if needed.
- Establish a public information hotline, if needed.
- Maintain documentation necessary for reimbursement requests.
- Supervise and coordinate disaster recovery.

15.3 Fire Departments

- When acting as Incident Command, establish an Incident Command Post.
- When acting as Incident Command, establish staging area(s), if necessary.
- Request additional resources through the EOC, if activated.
- Extricate and rescue victims.
- Control hazardous material releases and coordinate with Emergency Management.
- Provide wildland and structural fire suppression.
- Provide emergency medical assistance.
- Assist with evacuations.
- Investigate the cause of fires. (MCA 7-33-2313)
- Send liaison(s) to the Emergency Operations Center, as requested.

15.4 Fire Warden

- Suppress wildland fires in unprotected areas of the county.
- Request DNRC fire suppression resources or mutual aid, if needed.
- Act as a liaison to the county commissioners for the local fire departments.
- Act as a liaison to Montana DNRC for the county commissioners.

15.5 Emergency Medical/Ambulance Services

- Triage victims, if necessary.
- Communicate and coordinate with area hospital/medical providers.
- Transport victims to area hospitals.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Request additional resources through the EOC, if activated.

15.6 Quick Response Units

- Support Fire and Emergency Medical/Ambulance Services.

15.7 Law Enforcement

- When acting as Incident Command, establish an Incident Command Post.
- When acting as Incident Command, establish staging area(s), if necessary.
- Request additional resources through the EOC, if activated.
- Secure and control access to affected areas (i.e. perimeter control).
- Maintain civil authority.
- Disseminate information on hazardous conditions.
- Disseminate and implement evacuation orders.
- Support search and rescue efforts.
- Investigate criminal activities related to the disaster.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Assist the local health board and local health officer in enforcing isolation and quarantine orders. (MCA-2-120)

15.8 Search and Rescue

- When acting as Incident Command, establish an Incident Command Post.
- When acting as Incident Command, establish staging area(s), if necessary.
- Coordinate searches for missing persons in non-urban environments.
- Assist Emergency Medical/Ambulance Services, as requested.
- Send liaison(s) to the Emergency Operations Center, as requested.

15.9 Dispatch/911 Center

- Alert and dispatch local emergency responders.
- Field and prioritize 911 calls.
- Receive and document field reports and relay information.
- As requested by Incident Command/Unified Management, contact additional personnel.

15.10 Public Health

- Monitor public health conditions, including disease outbreaks and contamination.
- Initiate special prevention measures (vaccinations, etc.), if necessary.
- Initiate isolation and quarantine procedures, if necessary. (MCA 50-2-116)
- Prohibit the use of places infected with communicable diseases. (MCA 50-2-116)
- In coordination with the Public Information Officer, develop and disseminate public health information.
- Assist with the location of temporary hospitals and morgues, if necessary.
- Disinfect places infected with communicable diseases. (MCA 50-2-116)

15.11 Hospitals/Medical Providers

- Initiate hospital emergency plans.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Coordinate with emergency medical/ambulance services.
- Coordinate with the Public Information Officer on the dissemination of public health information.

15.12 Water and Sewer Services

- Assess damages to water and sewer systems.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Conduct emergency repairs on damaged water and sewer infrastructure.
- Track usage of government and private equipment.

15.13 Road Services

- Assess damages to roadways and bridges.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Recommend transportation alternatives.
- Clear roadways of debris.
- Conduct emergency repairs on damaged roadway and bridge infrastructure.
- Track usage of government and private road equipment.

15.14 Utility Providers

- Assess damages to utility production and distribution systems.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Conduct emergency repairs on damaged utility infrastructure.

15.15 Voluntary Organizations Active in Disasters (VOAD)

- Send liaison(s) to the Emergency Operations Center, as requested.
- Provide sheltering and mass feeding, as requested.
- Coordinate volunteer organization relief activities, including financial assistance and commodity distribution for victims.
- Manage donations.
- Assist with medical and mental health needs.
- Assist with the community-wide damage assessments.

15.16 Community Emergency Response Teams (CERT)

- Assist neighbors and/or coworkers with light search and rescue, triage, first aid, fire suppression, and other basic emergency services when professional responders are unable to respond.
- Support Emergency Management, as training allows.

15.17 Schools

- Assess damages to school facilities.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Allow shelters, staging areas, distribution points, and/or recovery centers be established at school facilities, if requested.
- Determine school operating status in coordination with the EOC.
- Provide buses and drivers, as requested.
- Coordinate with the Public Information Officer on the dissemination of public information.

15.18 Government Administration

- Provide support for the EOC through individual expertise (legal counsel, accounting, etc.).
- Assist with community-wide damage assessments, as requested.
- Assist with emergency repairs on damaged infrastructure where qualified and requested.
- Resume government services at alternate facilities, if necessary.

15.19 Veterinary Services

- In coordination with the Public Information Officer, provide emergency information for livestock and pet owners.
- Identify animal sheltering locations.
- Send liaison(s) to the Emergency Operations Center, as requested.
- Provide guidance on animal specific issues to the EOC.
- Monitor for animal and agricultural disease outbreaks.

16. Plan Maintenance

16.1 Review Procedures

- a. The Madison County Emergency Management Plan will be reviewed annually by the Madison County Department of Emergency Management and the Local Emergency Planning Committee. Following an event requiring the activation of this plan, recommendations for improving disaster operations will be collected and corrective actions will be incorporated into the Disaster and Emergency Plan.

16.2 Exercise Schedule

- a. The Madison County Disaster and Emergency Plan will be exercised annually with a functional exercise and every four years with a full scale exercise. Table 16.1 shows the exercise schedule for Madison County. These exercises will be developed by the Local Emergency Planning Committee and the Madison County Department of Emergency Management.

Table 16.1 Exercise Schedule

<i>Year</i>	<i>Exercise Type</i>
2006	Functional Exercise
2007	Functional Exercise
2008	Functional Exercise
2009	Full Scale Exercise
2010	Functional Exercise

17. **Acronyms**

BLM	Bureau of Land Management
CCC	Citizen Corps Council
CERT	Community Emergency Response Team
CWPP	Community Wildfire Protection Plan
DEP	Disaster and Emergency Plan
DES	Disaster and Emergency Services
DNRC	Department of Natural Resources and Conservation
DPHHS	Department of Public Health and Human Services
ECC	Emergency Coordination Center
EMS	Emergency Medical Services
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HazMat	Hazardous Materials
HSPD	Homeland Security Presidential Directive
IA	Individual Assistance
IC	Incident Command
ICP	Incident Command Post
ICS	Incident Command System
IT	Information Technology
JIC	Joint Information Center
LEPC	Local Emergency Planning Committee
MCA	Montana Code Annotated
MT DES	Montana Disaster and Emergency Services
NIMS	National Incident Management System
NRP	National Response Plan
PA	Public Assistance
PIO	Public Information Officer
QRU	Quick Response Unit
UM	Unified Management
USFS	United States Forest Service
VOAD	Voluntary Organizations Active in Disaster
WMD	Weapons of Mass Destruction

18. References/Footnotes

- ¹ US Census Bureau. August 2005. <http://www.census.gov/>
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<http://www.nass.usda.gov/mt/>
- ⁴ Department of Homeland Security. National Response Plan Brochure. Undated.
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- ¹⁰ Big Sky Terrorism Prevention Consortium. Big Sky Joint Operations Plan. March 2005.
- ¹¹ South Central Montana Interoperability Consortium (through contract with CTA Communications, Inc.). Draft Interoperable Communications Plan. August 1, 2005.
- ¹² Text derived from ICS e-Tools: US Department of Labor, Occupational Safety & Health Administration. September 2005.